# THE CITY GOVERNMENT OF

# LODI

# CALIFORNIA

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## A SURVEY REPORT

1947

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## *A Survey Report*

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**Western Representative*


December 31, 1947

The Honorable Mayor and
Members of the City Council
City of Lodi
Lodi, California

Gentlemen:

We are submitting herewith our report on an administrative survey of the city government of Lodi. The installation of a modern system of financial administration, currently in process, will represent the second part of the complete survey and installation project authorized by the city council.

The survey was conducted by Wesley McClure under the general supervision of Herbert A. Olson, and was reviewed by Walter O. Harris and John D. Corcoran of the headquarters staff of Public Administration Service.

We wish to express our sincere appreciation for the excellent cooperation shown our staff by the officials and employees of the city during the course of the survey.

Respectfully submitted,

H. G. Pope

Executive Director

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# I. ORGANIZATION OF THE CITY GOVERNMENT

In 1906 Lodi was incorporated as a city of the sixth class under the State Municipal Corporations Act. From the time of its incorporation the city has undergone a steady and substantial growth to a thriving community with a population of 13,118 in 1946,[1/] and an estimated population of 15,000 in 1947.

Lodi is located on the main north-south state highway through the central valley area of the state. Fourteen miles to the south is the city of Stockton, which is serviced by a deep water channel for ocean-going vessels. Thirty-four miles to the north is Sacramento, the state capitol. Lodi's location makes it a trading center for a rich agricultural area. Coupled with its growth as a retail trade center, the city has also experienced a gradual industrial development. Industrial activities within or just outside the city limits have been built primarily around the area's agricultural crops, and include approximately 40 fruit packing sheds, 22 wineries, 2 canneries, and a wine bottling and blending plant. Other industrial developments include a large manufacturing plant for tire recapping machinery, an iron works, and a breakfast cereal manufacturing plant expected to be in operation the latter part of this year.

Although Lodi is in the center of a diversified farming area, the primary agricultural activity is the growing of grapes. Each year the city celebrates the harvest of this crop with the "Tokay Grape and Wine Festival," which draws large numbers of visitors from throughout the county and other parts of the state.

Through a series of approximately 20 annexations the incorporated area of the city has grown from 716 acres in 1906 to 1,689.9 acres in 1947, with further annexations pending. These annexations have in general kept industrial and residential developments within the city limits and have provided for similar future developments within the corporate area. In addition to a sizable expansion of the city limits, the city has acquired properties of a value

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1/ Complete enumeration of the city's population by special census in April, 1946.

in excess of $1,000,000. In addition to the city hall, library building, police jail, and fire stations, the city has built a large stadium and developed a large lake park area. An armory owned by the city is leased to the state for its use and is also used for city recreational activities. The city also owns and operates a sewage disposal plant, a waterworks system, and an electric distribution system. The city has participated in intergovernmental cooperation through arrangements with the county assessor for performing all of the city's property assessment and tax collection work, and through creation of a county-wide health district which performs all public health services for the city. Likewise, the recreation program in the city is a coordinated effort in which facilities of both the city and the school system are utilized.

Lodi has been in a fortunate financial position. Its electric and water utilities provide a major part of the total revenue, and a cash surplus has existed in the treasury at the end of each of the past few fiscal years. During the war years these surpluses increased steadily from $125,096.56 on July 1, 1941, to $604,181.78 on July 1, 1946. A reversal of this trend has already been indicated, however, by a substantial reduction in this surplus to $357,781.38 on July 1, 1947. In spite of additional revenue resulting from a substantial increase in the assessed valuation of property for tax purposes for the fiscal year 1947-48,[2/] deferred maintenance and capital improvements, and increasing operations costs, together with a fixed $1 property tax rate, have already required the city to explore new sources of revenue in order to provide adequate governmental services. The acuteness of this situation will require the city to plan a financial program and to establish a more effective system of financial controls. The problems of financial administration are discussed in a subsequent section of this report.

Present Organization

The present organization of the city government of Lodi is set forth in Figure 1.

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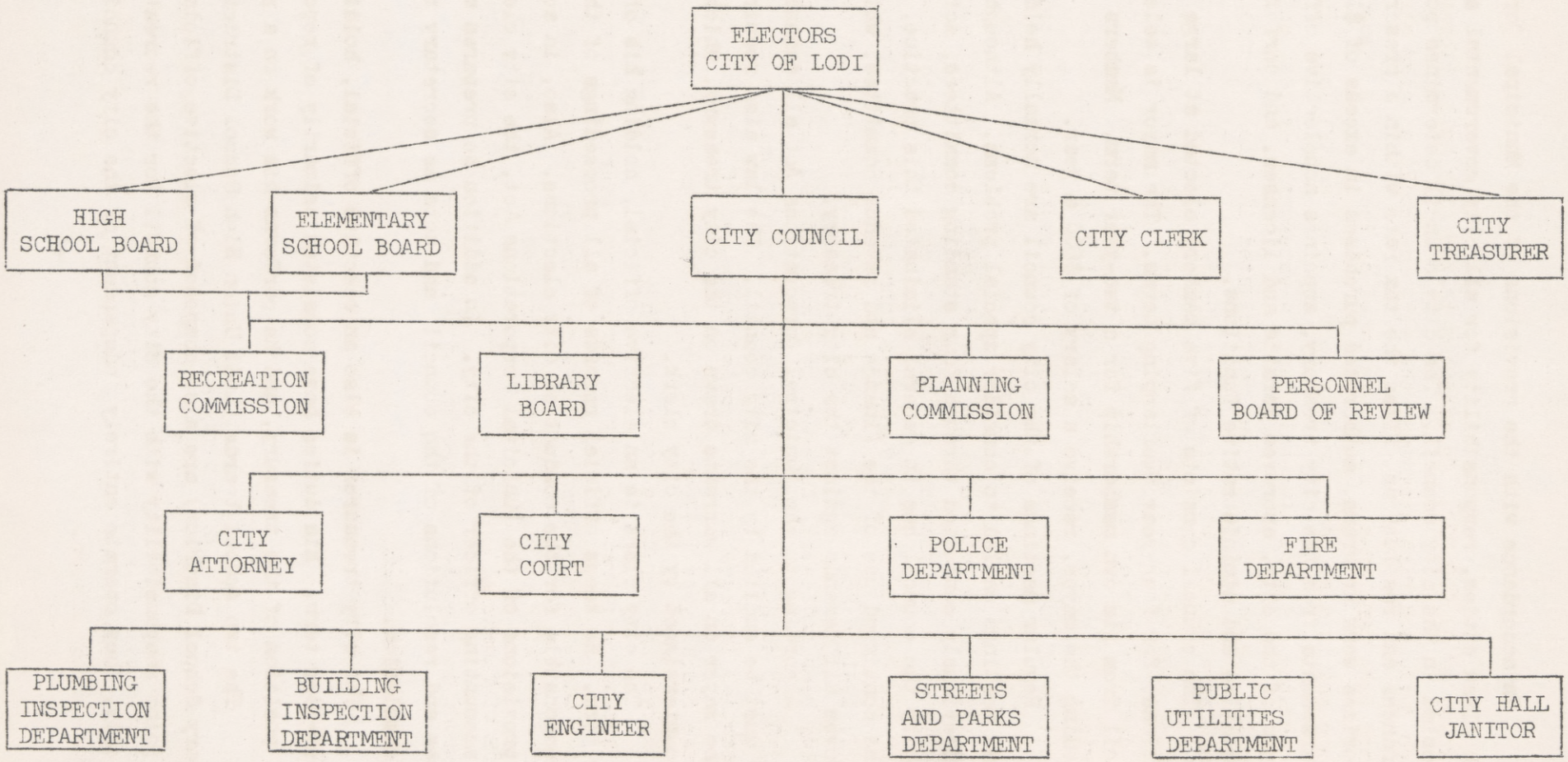
[2/] Valuation of property subject to local tax rate increased from $8,540,465 as of July 1, 1946, to $14,475,785 as of July 1, 1947. It is estimated this will produce an additional $59,304 for general fund purposes, assuming continuance of a general fund property tax rate of $1 per each one hundred dollars assessed valuation. City expenditures for the fiscal year 1946-47 totaled $1,165,284.64.

Figure 1

PRESENT ORGANIZATION OF THE CITY GOVERNMENT OF LODI



In accordance with the provisions of the Municipal Corporations Act for sixth class cities, responsibility for all city governmental activities in Lodi is vested in the city council. The city council determines policies, enacts ordinances and resolutions, fixes the tax rate within a prescribed maximum, authorizes work programs, authorizes purchases in excess of $1,000, authorizes disbursements from the city treasury, appoints nonelective officials and employees of the city, approves permits and licenses, and performs other similar legislative and administrative functions.

The council consists of five members elected at large at nonpartisan elections, for four-year overlapping terms. The mayor is selected by the council from its own membership for a two-year term. Members of the council, including the mayor, receive a salary of $600 a year.

Regular meetings of the city council are normally held weekly with additional meetings called to consider special problems. Although council business was previously conducted through four standing committees, action recently taken by the council has in general eliminated this practice, with the exception of the continued use of the finance and revenue committee, which reviews and approves all demands against the city treasury.

According to the Municipal Corporations Act all demands against the city must be audited by the city council. The law also requires the signature of the mayor on all warrants drawn on the city treasury, which warrants must be countersigned by the city clerk.

The city clerk is an elective official, holding his office for a four-year term. He keeps official records of all proceedings of the council and is responsible for the conduct of city elections. Also, in accordance with the provisions of the Municipal Corporations Act, the city clerk functions as the accounting officer of the city. In addition he prepares most of the ordinances and resolutions of the council and acts as secretary to the city planning commission.

The city treasurer is also an elective official, holding his office for a four-year term. His duties have consisted primarily of reporting on the cash position of the treasury, and he performs his work on a part-time basis.

The two school boards (Lodi Union High School District, and Lodi Elementary School District) are also composed of elective officials, but, except for joint responsibility with the city council for the recreation program in the city, they operate entirely independent of the city council.

The city boards and commissions appointed by the city council are the board of library trustees, the city planning commission, the personnel board of review, and the recreation commission.

The library board, which was established as a part of the city government in 1907, is vested with administrative responsibility for the city library program and is responsible for appointing all library employees and fixing their salaries, as well as approving all library expenditures. Its five members serve three-year overlapping terms and meet once a month.

The planning commission, which was established by ordinance in 1936 in accordance with the state planning act as amended, is composed of 10 members. Seven members are appointed by the city council for four-year overlapping terms and constitute the only voting members of the commission. The city engineer is a member ex-officio, and the remaining 2 members are appointed by the city council and are also members of the city government. With the adoption of a zoning ordinance in 1937, the planning commission has been concerned primarily with hearing appeals for adjustments or variances from this ordinance and submitting their recommendations to the city council. The planning commission meets normally twice a month.

Established by ordinance in 1941, a personnel board of review composed of three members serving six-year overlapping terms is responsible, in an advisory capacity, to the city council for the city's personnel system. The board meets infrequently and has been concerned primarily with appeals brought to it by city employees.

A joint recreation commission of five members was established in 1942 by a resolution of the city council and the concurrence of the two school boards, and was given advisory responsibility for the recreation program in the city. Although appointed by, and serving indefinitely at the pleasure of, the city council, appointments and removals of members of the commission are not effective until concurred in by the two school boards. The recreation commission meets normally once a month and functions essentially in an advisory capacity to the three governing bodies concerned.

In addition to appointments to the above-named boards and commissions the city council appoints one member to the San Joaquin Local Health District Board of Trustees. This board of six members is charged with responsibility for local public health activities in both rural and urban areas throughout the

county. The council also appoints one member of the five-member board of trustees of the Northern San Joaquin Mosquito Abatement District. As these boards are separate governmental entities they are not discussed in this report.

With the exception of the city clerk and city treasurer, who are elected, and the library staff, which is appointed by the library board, the city council appoints all employees of the city government. The director of recreation is appointed by the council with the concurrence of the boards of the two school districts; all other department heads are appointed directly by the city council and serve at the city council's pleasure. Exclusive of the city clerk, city treasurer, recreation director, and city librarian, over whom only a limited supervisory responsibility is possessed by the city council, the following 11 employees are responsible directly to the city council:

1. City Attorney
2. Personnel Clerk
3. Fire Chief
4. Police Chief
5. City Judge
6. City Engineer
7. Building Inspector
8. Plumbing Inspector
9. Public Utilities Superintendent
10. Streets and Parks Superintendent
11. City Hall Janitor

Deficiencies in Organization

The growth and development of the city of Lodi has not been paralleled by a development of the organization structure of the city government. The extent to which city services have been adequate and well run up to the present has been due primarily to the high caliber and competency of key officials and employees, who have worked within the framework of an outmoded administrative organization.

The city council functions in a dual capacity. It acts as the policy making body and, in addition, exercises responsibility for the administration of city services. In an effort to perform both functions effectively it usually holds weekly meetings which last from 8:00 P.M. to midnight. A study of the minutes of the city council meetings indicated that the average number of items of business coming before the council each month for action increased from approximately 45 in 1940 to approximately 70 in 1947. In addition to this marked

increase in the number of matters coming before the city council, policy problems have become increasingly complicated requiring time for careful analysis and considered decision.

It is a generally recognized principle of administration that a commission or board type of agency cannot function effectively in an administrative or managerial capacity. In such a situation no one person can be held responsible and administrative matters which should be acted upon quickly are held up for subsequent meetings of the governing body. A large percentage of the matters now taking the time of the city council could properly and more efficiently be resolved by the city's administrative staff.

As indicated above, a serious deficiency in the organization of the city government is the lack of unified administrative direction and control. This cannot be provided by the mayor, who does not possess powers essential to effective management, nor should he be expected as a part-time official to provide the continuous full-time supervision that effective administration of the city's business requires.

The establishment of a full-time position as head of the administrative organization of the city government is needed and should eliminate many present inadequacies in administrative relationships and practices. Such a change would establish a proper framework for resolving the present almost impossible task of providing adequate supervision of the city's administrative staff by a part-time policy body. It would facilitate the effective centralization and standardization of certain activities such as purchasing and budgeting, with resulting greater economy and effectiveness in providing governmental services. It would permit more effective utilization of staff through reassignment of duties, as for example in the case of the city treasurer and the personnel clerk, both of whom are employed on a part-time basis under an arrangement that has not been fully satisfactory.

A further complicating factor in the attainment of a desirable degree of integration in the city organization is the relationship of the city council to the city librarian and the recreation director. With the city librarian appointed by the library board and the appointment of the recreation director effective only upon concurrence of the two school boards, neither department head is fully responsible to only one person or group.

A somewhat similar situation is true in the case of the city clerk and the city treasurer, both of whom are elected although neither has policy responsibilities. Both officers perform administrative duties for which they have no responsibility to the council or other city officials.

Departmental organization of the city government is also weak, with the number of departments too great for coordinated day-to-day administration. This is particularly true in the field of public works and utilities, with five separate departments performing closely related activities. Also, there is evidence of overlapping departmental responsibilities, and some lack of clear-cut lines of authority and administrative responsibility.

Proposed Organization

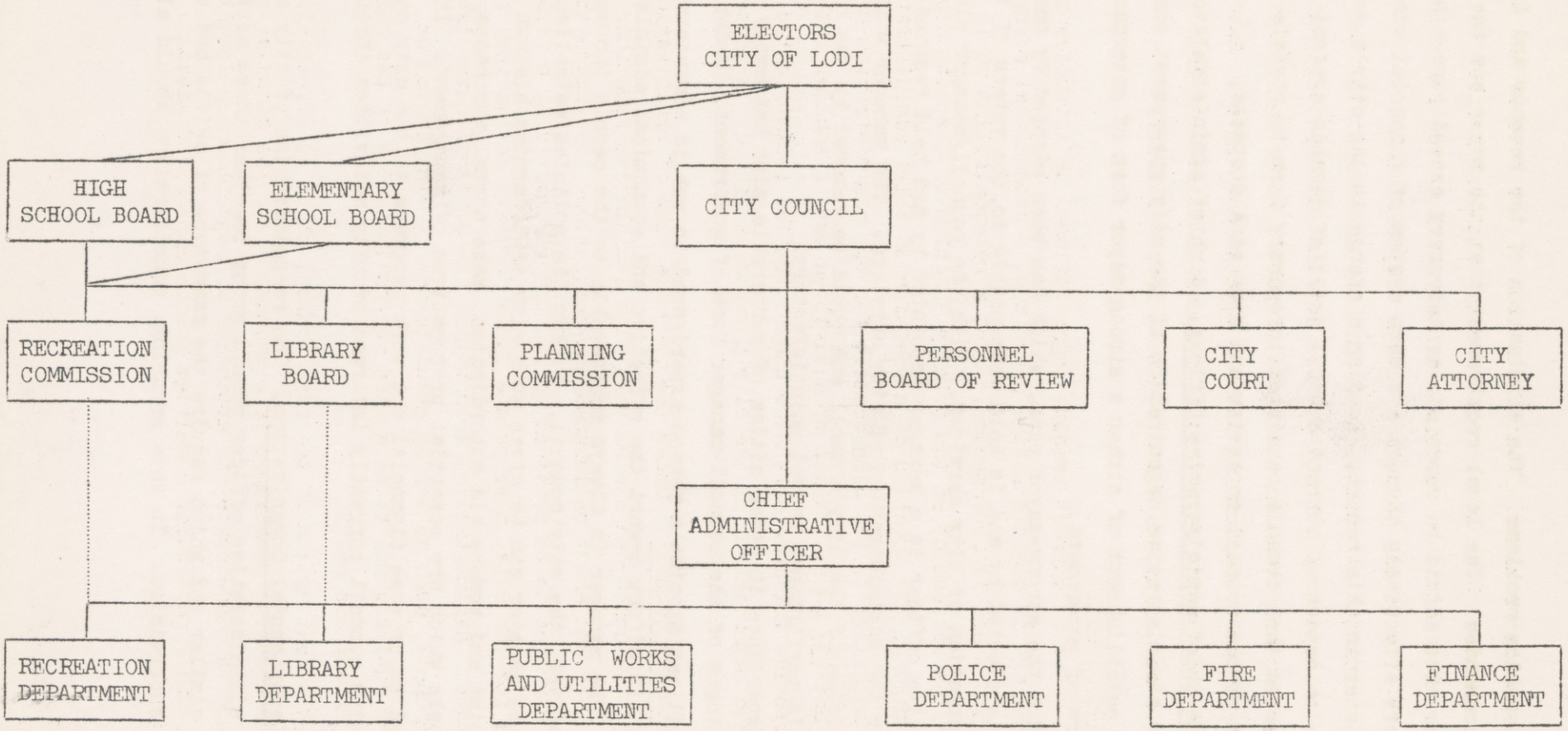
In order to correct present organizational deficiencies and the resulting shortcomings in administrative practices, a substantial reorganization of the city government is recommended. Such a reorganization would consist basically of (1) establishment of the primary function of the city council as one of policy making; (2) creation of a position of chief administrative officer with responsibility to the city council for the administration of all city services; and (3) consolidation of activities into a smaller number of departments to provide for more effective administrative relationships and operations. The proposed organization of the city government of Lodi is presented in Figure 2.

The City Council. Under the proposed plan of organization the city council will be concerned exclusively with legislative functions. It will determine policy and enact ordinances and resolutions, determine the nature and extent of services to be provided, adopt budgets providing a financial plan of operations for the city, appropriate funds for city activities, and fix the city tax rate. Administrative acts within the scope of established policy of the city council, such as making appointments of city employees, signing warrants, and similar duties, would be delegated responsibilities of the chief administrative officer and his staff.

The recent action of the city council which in effect eliminates three of its four standing committees is commendable, as the standing committee system tends to concentrate the attention of councilmen on detail matters pertaining to their particular committee at the expense of adequate consideration

Figure 2

PROPOSED ORGANIZATION OF THE CITY GOVERNMENT OF LODI



of over-all policy problems. The elimination of the revenue and finance committee is also recommended. The legal requirement that the mayor and the city clerk sign all warrants should be repealed, as necessary expenditure controls can be provided more effectively through a modern system of financial administration discussed later in this report. Pending a change in the city's governing law to permit elimination of current council audit of demands against the treasury, it is suggested that demands be listed in summary form to obviate the necessity for members of the council to review and sign each document.

The Chief Administrative Officer. A chief administrative officer to head up the administrative organization of the city government can be provided for by the establishment of either a strong-mayor form of government or a council-manager form of government.

With the strong-mayor plan, which has been adopted by many large cities, the mayor is elected by, and is held responsible to, the voters of the city for the administration of city services. With the council-manager plan, the chief administrative officer is a manager appointed by, and held responsible to, the city council for the administration of city services. The manager would be subject to the policies of the city council and could be removed by the city council at any time his performance proved unsatisfactory.

Experience in other cities of comparable size has amply indicated the many advantages of the council-manager form of government. Under this plan the city council can appoint a person experienced in public administration who can devote all his effort toward the effective and economical administration of city services. The manager is always accountable to the people through their elected representatives, the city council. Within the policies established by the city council, the manager can be given authority to determine his own methods of operation, appoint and remove his subordinates, make normal purchases, and perform similar tasks which are essential prerogatives of management. The manager would be required to propose financial and work programs to the city council, and to keep the city council currently informed of city activities through periodic reports.

Departmental Organization. The reorganization of city activities under the chief administrative officer should group together those activities which are basically similar and which require the same type of skills and abilities for effective supervision. In this grouping, consideration should also be given to

keeping the number of organization units to a reasonable minimum, to providing for the best use of men and equipment, and, to the maximum extent possible, to providing only for organization units requiring a full-time supervisor.

It is recommended that all city administrative activities be grouped into the following eight departments:

1. Finance
2. Public Works and Utilities
3. City Attorney
4. Police
5. City Court
6. Fire
7. Library
8. Recreation

Except for the city judge who, because of the nature of his position, should be appointed by the city council, and the city attorney,[3/] the proposed plan of organization would make the head of each of these departments responsible directly to the chief administrative officer, who would in turn be responsible directly to the council for the work of his subordinates.

Such a reorganization would make several changes in the present pattern of departmental organization. All financial operations which are at present assigned to the city clerk and the city treasurer would be combined into one finance department. The presently established five departments of engineering, building inspection, plumbing inspection, streets and parks, and public utilities would be combined into one public works and utilities department. The city hall janitor would be assigned to the public works department. The chief administrative officer would assume the duties of the personnel clerk and act as clerk of the council. Both of these duties are closely tied in with the management responsibilities of the chief administrative officer and, in addition, such a reassignment of these activities would obviate the undesirable practice of establishing part-time positions for the performance of such duties.

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[3/] Present provisions of the Municipal Corporations Act require that the city attorney continue to be appointed by the city council in the event of a change to a council-manager form of government. Possible advantages from having the city attorney appointed by the chief administrative officer are not controlling and it would be plausible to continue this appointment by the city council without disturbing essential administrative relationships.

The proposed plan would reduce the present 15 organization units to 8 departments and would provide for more effective supervision of closely related operations. It would establish the positions of department heads (except for that of the city attorney) as full-time positions and permit a more clear-cut assignment of departmental responsibilities.

Implied in the above recommendations is the abolition of the present practice of electing the city clerk and the city treasurer. The recommendation for change is based on the premise that (1) continuing to elect these officials to perform prescribed duties will not permit the most effective over-all organization of the administrative side of the city government, and (2) financial administration is such an integral part of management it should be under the immediate supervision and control of the chief administrative officer. Both the organizational structure proposed in this report and the provisions of the city's existing personnel ordinance make possible the retention of the incumbents of these positions if it appears desirable to do so. The incumbent city clerk could continue to function with similar though expanded responsibilities in the proposed position of finance director. Similarly, the incumbent treasurer could function as treasurer-collector in the finance department.

In addition to the office of the chief administrative officer and those of the department heads, the over-all city organization would continue to include the following four boards and commissions, to act in an advisory or quasi-judicial capacity:

1. Personnel Board of Review
2. Planning Commission
3. Recreation Commission
4. Library Board

Methods to Effect Reorganization

Most of the proposed changes in the over-all administrative organization of the city government can be put into effect by action of the city council.

Through a recent amendment to the Municipal Corporations Act effective September 19, 1947, the city councils of all sixth class cities in the state are empowered to adopt the council-manager form of government by ordinance. Thus, action by the city council can provide for a position of city manager (to serve as chief administrative officer) as a basic step in reorganizing the city

government.[4] Action of the council alone is also adequate to delegate a large number of administrative details to the chief administrative officer and his staff. For the offices of the city clerk and city treasurer, as discussed later in this report, the city council could also take action to effect the proposed departmental reorganization. Such action by the city council would also facilitate the adoption of intradepartmental reorganization and changes in administrative practices recommended in subsequent parts of this report.

Some of the proposed changes in administrative organization and practice are dependent upon changes in the city's basic governing law. One method of changing the basic governing law would be to adopt a freeholder's charter for the city; another method would be to obtain certain changes in the Municipal Corporations Act and the general laws of the state through action of the state legislature. If the latter method is used the following changes in the Municipal Corporations Act would be required:

1. A change to permit a city, in adopting a council-manager form of government, to provide for the appointment of the city clerk and city treasurer[5] by the city manager, where appointment rather than election of these two officials has been authorized by vote of the people. At present, if approved by vote of the citizens of Lodi, the elective positions of city clerk and city treasurer can be made appointive; however, they are then subject to appointment only by the council, not by the city manager.

2. A change to provide that the city judge be appointed by the city council rather than by the city manager under a council-manager form of government. According to present provisions of the Municipal Corporations Act, when a city changes to a council-manager form of government, it is required that the city judge come under the appointing authority of the city manager.

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[4] It should be noted that under the Municipal Corporations Act, the council-manager plan can be established either by referendum or by council ordinance.

[5] It is sometimes argued that appointment of the city treasurer by the city council is necessary in order to provide a check on the fiscal practices of the administrative staff. For Lodi, adequate fiscal controls can be provided through: (1) the accounting system now being installed; (2) an adequate quarterly or annual post-audit; and (3) the proper bonding of employees handling cash. The treasurer is not now equipped to exercise any effective controls; for him to do so would require an unjustifiable duplication of records and procedures.

3. A change to eliminate the requirement that the city council audit all demands upon the city treasury. In lieu of this, provision should be made for a quarterly or annual post-audit of the city's financial transactions by outside auditors.

4. A change to eliminate the requirement that the mayor and the city clerk sign all warrants drawn on the city treasury. In lieu of this, provision should be made for controlling expenditures through appropriations by the city council, and through properly accounting for moneys spent.

Pending changes in the Municipal Corporations Act, the positions of city clerk and city treasurer could be made appointive (by the council) through a vote of the people. In such a case, it would be possible for the city council to appoint the city manager as city clerk, or, as a second alternative, the finance director could be appointed as city clerk; in either case the position of clerk of the council would be a part-time additional responsibility. Likewise, it would be possible to appoint an employee of the proposed finance department as city treasurer as a part-time additional responsibility.

With regard to the library department, an additional legal problem is involved. The general laws of the State of California require that a library board of trustees function as an administrative board. In order to provide for a library department which is an integral part of the city government, and in order to confine a library board to advisory duties, a change in the basic law for the city probably would be required. The extension of centralized finance and personnel services to the library department, however, can be accomplished through cooperative action of the city council and the library board.

## II. MANAGEMENT PRACTICES AND STAFF ACTIVITIES

A proper pattern of administrative organization is a basic essential to good governmental administration: however, a sound organization structure is not in itself adequate to provide for the effective conduct of city activities. In order to provide effective management of city services it is necessary that the administrative organization be staffed with competent employees, that financial programs be prepared and controlled, that sound operating methods be utilized, and that adequate information be available on operations of the city government. Two basic management tools which can aid in achieving these objectives are financial administration and personnel administration; illustrative of other important management aids are legal services, planning, recording, reporting, and related activities. Such management practices and activities affect operations in all departments of the city government and are auxiliary governmental activities in the sense that their primary objective is to facilitate the conduct of essential city services by the operating departments of the city government.

These management practices and activities, together with unified administrative leadership, make possible the effective direction, coordination, and control of city services. The chief administrative officer should be given adequate authority for the conduct of these activities in executing his responsibility for the effective management of city services.

### Financial Administration

The function of financial administration for a city government is commonly considered to consist of the fiscal activities of budgeting, purchasing and property control, accounting and pre-auditing, assessing and tax collecting, and treasury management. These are activities which, if properly performed, constitute essential financial services and controls.

To the extent that financial administration is centralized at present in the city government, the city clerk performs the several fiscal activities

with the exception of the custody of funds, which is the responsibility of the city treasurer. However, some of the activities are only partially centralized and some are not performed at all.

There is no formalized budgeting activity. The city council adopts ordinances providing for the raising of revenues but does not make appropriations limiting the amount of expenditures for the various governmental functions.

Purchasing is performed by the various department heads in cases where the amount of the purchase is less than $100. Some purchases over $100 and up to $1,000 are made directly by department heads, some are made by department heads after council authorization, and some are submitted to the city clerk for issuance of a purchase order. The purchase order issuance procedure consists essentially of copying the information from the requisition on to a purchase order form, and very little is done in the way of securing quotations or of performing a complete purchasing function. In the case of purchases exceeding $1,000 in amount, formal bids are secured and a contract is awarded by the city council. Property control is practially nonexistent; there is no current record or inventory of city property.

Except for the library, which does its own accounting and submits monthly summary reports of expenditures to the city clerk, the city clerk is the accounting officer of the city. The accounting records maintained are largely on a cash basis and relate principally to receipts, expenditures, and cash balances. The accounts are for the most part in the nature of memorandum records without adequate accounting controls. The city clerk performs a pre-audit of claims before payment but under the present system must rely to a great extent on the approval of the several departmental officials as to whether the claim is proper. There is no central control or check on the receipt of materials.

The city treasurer is primarily responsible for the custody of funds, but he has only limited responsibility for the receipt or disbursement of funds. The county assesses real and personal property for taxation, collects city property taxes, and remits collections to the city clerk periodically by check, which are then turned over to the city treasurer for deposit. The city clerk bills, collects, and deposits all charges for water, electricity, and garbage collection, as well as for some of the billable services rendered by other departments. Moneys collected by the recreation, library, and plumbing inspection departments are also turned over to the city clerk. The police

department collects fees for certain licenses and permits and makes daily deposits of these moneys in the bank, as well as moneys received from fines by the police court. Except for disbursements for bond interest and redemption, which are made by the city treasurer, all other disbursements are made by warrants which serve as checks and which are signed by the mayor and countersigned by the city clerk.

In order to provide for more effective financial administration a considerable expansion and strengthening of most of the fiscal activities is required. Each of these activities is discussed later in this section and recommendations for improvement are presented. These discussions are presented briefly, particularly in the case of accounting, pre-auditing, and utility billing and collections, in view of the fact that Public Administration Service is at present engaged in the development and installation of a revised system of financial operations for the city government. No special study of property assessing and tax collecting activities was made as this work is performed by the county for the city of Lodi. As long as this work is performed adequately by the county government, it is recommended that this arrangement be continued.

Budgeting. A city budget is a financial plan for the operation of the city government for a specific period; that is, it is an expression of the cost of carrying out a contemplated work program and the method of financing such operations. It is through budget preparation and adoption that the chief administrative officer and the city council determine the allocation of available funds among the several governmental functions and activities and it is through control over the execution of the budget that adherence to the program is assured.

As stated previously, there is no formalized budget prepared for the city. It is remarkable that, without a budget, the total expenditures and revenues have been as nearly in balance as they have been in the past. It is quite possible, however, that without adequate financial planning in the future the officials of the city will find that they have inadequate funds with which to carry on essential services because insufficient revenues have been provided, or excessive amounts have been spent on less essential activities. It is strongly recommended that the city adopt a budget as a current financial plan of city operations, based on estimated revenues and well developed programs of work, and subject to adequate controls over its execution.

The budget should be prepared early enough so that the appropriation ordinance can be adopted prior to the start of the fiscal year to which it applies and should include the following steps:

1. Preparation of estimates of revenues and fixed charges (fire insurance, bond interest, etc.) by the finance director, subject to review and revision by the chief administrative officer. Revenues should be carefully estimated by taking into consideration past revenues, proposed changes in rates or basis of tax levy and other factors such as expected changes in business and economic activities.

2. Preparation of estimates of expenditures by department heads. Standard forms and expense classifications should be used in the preparation and submission of such estimates. Before these forms are submitted to department heads by the finance director, he should enter on them the corresponding expenditures for the last one or two completed years and for the current year to date, as well as the appropriations for the current year. These figures are helpful to department heads in arriving at their estimates for the ensuing year and are essential to the subsequent review of requests by the chief administrative officer and the city council. The amounts requested by department heads should be supported by programs of work to be done and wherever possible by unit cost data. Any substantial difference between the expenditures for the current year and the budget requests should be fully explained in writing.

3. Review of estimates of expenditures and work programs by the chief administrative officer and preparation of a proposed budget. The chief administrative officer should review estimates and work programs in detail, should confer with department heads relative to their request, and should then arrive at a recommended budget for the city council after taking into consideration the total amount of funds available and the relative needs of the several departments.

4. Consideration of the proposed budget by the city council. The city council should review the budget, hold public hearings during which citizens are permitted to express their views relative to the proposed budget, confer with the chief administrative officer and his staff as necessary, and make such changes in the budget as it considers desirable.

5. Enactment of an appropriation ordinance and necessary revenue measures. It is desirable that appropriations be in lump sums by major function or activity for each department to facilitate possible savings during the ensuing year and to permit ready adjustment of minor budget items made necessary by conditions unforeseen at the beginning of the fiscal year.

Care should be exercised to insure adequate control over the execution of the budget after it has been approved and the appropriation ordinance enacted. For the most part budgetary control is an accounting problem and is discussed briefly in a subsequent section of this report on accounting. If appropriations are to be allotted for monthly or quarterly periods and based on the rate of expenditure indicated in the approved work program, such allotment controls should not be over-formalized, but should provide for changes in allotments upon approval of the chief administrative officer.

Long-term financial planning should also be established as a part of the fiscal program of the city. Such a financial plan should be prepared in a manner similar to that used in the preparation of a current budget in that it should indicate the needs of the city and the method of financing proposed activities and improvements. Such a long-range budget would differ, however, from a current yearly budget in that it need not be prepared in detail and should cover a period of from five to ten years. Such a long-term budget should be revised and extended yearly to enable the city always to have a long-range program for future operations and planned capital improvements.

Purchasing. Experience in other cities has shown that the most effective purchasing system is one which is centralized in a single purchasing office servicing all departments. Through such a system of centralized purchasing, a city can pool the requirements of the various departments and obtain through volume purchasing lower prices. It can effect greater standardization of commonly used items, for greater economy. It facilitates necessary central control to insure availability of funds prior to making purchases. In addition, centralized purchasing permits a better planned purchasing program during the fiscal year.

It is recommended that Lodi establish a centralized purchasing system with responsibility vested in a purchasing agent for the purchasing of materials and supplies for the city. Purchases in excess of $1,000 would still require approval by the city council; all other purchases could be authorized by the purchasing agent subject to review by the chief administrative officer in unusual cases.

With such a centralized purchasing system, requisitions for materials and supplies would be submitted by the various departments to the purchasing agent who would select vendors on the basis of quality desired and prices quoted. Although formal bids should be obtained when a significant amount is

involved, informal bids could be obtained by telephone on the smaller items. After the vendor has been selected by the purchasing agent, he would prepare the purchase order and route it to the accounting division for certification as to availability of funds and for making the necessary encumbrance against the available balance.

In order to obtain an additional desirable control over purchases, it is recommended that departments formally report the receipt of all supplies and materials. This will make possible a check of the vendor's invoice against the purchase order and the receiving report and thus insure an adequate pre-audit over such expenditures.

Property control, as well as sale of surplus property, and maintenance of a central storeroom for office supplies are closely related to purchasing and could also be the responsibility of the purchasing agent. It is recommended that a complete inventory of all property belonging to the city be undertaken. With adequate records on property owned by the city, and authority delegated to the finance department for the reassignment of items such as commonly used furniture and equipment, this department will be in a position to coordinate the use of presently owned property with purchase requests from the various departments. For the operations of the storeroom, a working capital fund should be established.

Accounting. An adequate accounting system is extremely important in the conduct of the financial affairs of a city. The accounting system should not only provide a record and control of financial transactions but it should also facilitate the proper financial planning and day-to-day administration of the city government.

Any accounting system, however, will have limited usefulness in the planning and administration of city affairs unless a budget is adopted and an appropriation ordinance enacted, as recommended above. The accounting system should provide the basic information needed in the preparation and execution of the annual budget.

A double-entry accounting system is needed in order to provide, at all times, a complete financial picture of city operations. Such a system of accounting provides for a general ledger with control accounts over all subsidiary accounting records and permits a greater degree of accuracy, through automatic checks, than is normally possible in a single-entry system.

Another basic requirement is the establishment of provisions for encumbering city funds at the time obligations are incurred, rather than the present practice of making the first entry on the accounting records when the payment is made.

It is also recommended that the central accounting system in the finance department be expanded to serve the library department. Even though a separate library fund is maintained, the same accounting procedures that apply to other city operations should also apply to those of the library department.

Other deficiences in the accounting system, such as the need for a standard classification of accounts, standardization of accounting records and procedures, and some revision in utility accounting and billing procedures, are also evident. These problems together with those mentioned in the paragraphs above will be covered in some detail in the accounting system installation work being performed by Public Administration Service and therefore are not discussed further in this report.

A post-audit is a review to ascertain that all financial transactions of the city have been conducted properly. The city now utilizes the services of an outside auditor, but the audits have been made only once every two years. It is recommended that the city council make provision for a post-audit at least once a year. Although an annual post-audit should be satisfactory, an interim quarterly audit, at little additional cost, would have the added advantages of providing more frequent assurances that the fiscal affairs are in order and more frequent suggestions for improvement.

Treasury Management and Collections. As indicated previously the present duties of the treasurer should be combined with other related fiscal duties in the finance department. A logical combination of activities would be provided in the establishment of a position of treasurer-collector responsible for all centralized collections and for the custody of city funds.

The records and procedures used in exercising custodianship of city funds appear simple and adequate. It is recommended, however, that a greater degree of standardization in collection forms and procedures be instituted and that tighter controls over the receipt of moneys be established. Although for the convenience of the public it will be desirable to permit moneys to be received by certain departments, where the public convenience is not so served all collections should be made by one office (office of the treasurer-collector).

Advantages resulting from such centralization include simplification of the audit control process and elimination of frequent interruptions of the work of operating departments in order to make collections. In the case of those departments which collect moneys directly, it is recommended that all such moneys be turned over to the treasurer-collector daily for deposit, and that prenumbered receipts be used as a means of control over such collections. At present although prenumbered receipts are generally used they are not checked centrally against collections turned in by the receiving departments.

It is suggested that purchase of a validating machine be considered for use in the central collection of moneys, including utilities payments. Such a machine prints on the bill or receipt the amount paid and accumulates such amounts in a total that is locked in the machine. This procedure provides, in a single mechanical operation, for the quick totaling and receipting of bills, and provides as well for positive controls to insure that all such collections are deposited into the treasury.

Organization of the Proposed Finance Department. The proposed finance department, headed by a finance director, would be responsible for all financial and related business activities of the city, including those for the water and electric utilities and for certain central office services.

The finance director would exercise general supervision over the department, compile the city budget, prepare the financial reports, and participate in the performance of activities assigned to subordinate personnel. If so designated by the city council, as previously discussed, he would also act as clerk of the council with the routine part of this work to be performed by a secretarial or clerical employee.

In the finance department would be the following key employees or division heads:

1. An accountant, responsible for the immediate supervision or performance of a variety of accounting, bookkeeping, meter reading, and billing operations.

2. A treasurer-collector, responsible for the direct collection of utility bills, business license fees, dog and cat license fees, parking meter revenues, and business license taxes; the receipt and custody of all city moneys; and the issuance of city licenses.

3. A purchasing agent, responsible for the conduct of centralized purchasing and property control, and for the performance of other related activities such as operation of a central office supply storeroom.

It is proposed that responsibility for meter reading (at present a responsibility of the utility department) be assigned to the finance department. Due to the close relationship of meter reading to billing operations, the performance of this work under the supervision of the accountant mentioned above would appear logical. Because of the intermittent nature of meter reading work, flexible use of the meter reading staff on other related activities will be desirable. The number of subordinate employees required in these activities would be dependent upon work load requirements in the operation of the new accounting system being installed, the added work required by new revenue measures, and the extent to which clerical assistance is provided by the finance department for other departments where the work load of these other departments does not justify a full-time office employee. However, a staff of approximately nine employees in the finance department would appear adequate for the activities listed above.

Because of the size of the department and probable work load, it should be possible for the finance director also to function as one of the division heads. For example, the finance director could also function as purchasing agent, with a purchasing clerk responsible for all routine aspects of purchasing, property control, and storeroom operations.

Personnel Administration

Since the major part of the city's operating expenses go for the payment of personal services, and the quality of city services is dependent largely upon the quality of its employees, personnel administration is a very important part of, and essential to, good management. Effective personnel administration provides for the employment, retention, and advancement of competent employees, the establishment of satisfactory working conditions, and the retirement of employees who are incapable of performing their work because of advanced age, illness, or injury.

As a result of a study of the personnel needs of the city, the city council adopted, in 1941, a personnel ordinance establishing a merit system covering all employees except department heads and hourly paid employees. It provided for a personnel board to act in an advisory and quasi-judicial capacity

on personnel problems, and for a personnel clerk with responsibility for the administration of the personnel system. At the same time the city council also adopted a position classification plan, a salary plan, and personnel rules and regulations.

Although the personnel ordinance provides a proper framework for a modern personnel system, it has not been satisfactorily administered. Changes in the position classification and salary plans have been made upon the recommendation of each individual department head with no central administrative review to insure equitable treatment on such matters between the various departments, although such review is provided for in the personnel ordinance. Likewise, the library board approves salaries for library employees, independent of any control by the city council, although such control is provided for in the personnel ordinance and authorized by state law. Although uniform provisions are in effect for sick and vacation leave there is no uniformity in the work week. Except for firemen who work on a two-platoon basis, the work week for other employees varies between 38, 40, 42, 44, and 48 hours per week. Although personnel forms used are quite adequate, personnel records have been poorly maintained and there is an unnecessary duplication between the records maintained by the personnel clerk and those maintained in the office of the city clerk. Training of city employees has been very limited. The city service is suffering from the retention of employees whose advanced years no longer qualify them to perform assigned tasks.

Some of these difficulties have been due to the inadequate over-all administrative organization of the city government which has not facilitated effective central administration of the personnel program. To correct this situation and to eliminate the unsatisfactory practice of assigning responsibility for personnel administration to a part-time employee, it is recommended that the proposed chief administrative officer assume the duties of the personnel clerk. Under this arrangement, the maintenance of personnel records and the performance of related routine clerical work could be performed by the secretary of the chief administrative officer. It is further recommended that the personnel program of the city include:

1. Periodic review of work performed by employees to insure adequate maintenance of the position classification plan.

2. Periodic review of salaries to insure equitable salary ranges for all classes of work.

3. Reasonable uniformity in the work week of city employees.

4. Some provision for employee training to increase their effectiveness on the job and to add to their value as citizens in the community.

The problem of continuing employees on the job who are too old to perform their work effectively has been a matter of concern for some time to members of the city council and to other city officials. The following tabulation, prepared from the personnel roster of permanent employees under the personnel system, indicates the seriousness of the problem:

| Age Groups | Number of Employees | | Cumulative Percentage |
|---|---|---|---|
| 20-24 | 5 | | |
| 25-29 | 5 | 10 | 11.5 |
| 30-34 | 14 | | |
| 35-39 | 8 | 22 | 36.8 |
| 40-44 | 8 | | |
| 45-49 | 8 | 16 | 55.2 |
| 50-54 | 6 | | |
| 55-59 | 11 | 17 | 74.7 |
| 60-64 | 9 | | |
| 65-69 | 7 | 16 | 93.0 |
| 70-74 | 5 | | |
| 75-79 | 1 | 6 | 100.0 |
| Total | 87 | | |

As indicated in this tabulation, approximately 25 per cent of the city's regular employees are 60 years of age or older and 7 per cent are 70 years of age or older. As soon as it is considered feasible, it is recommended that the city again consider methods for financing the obligations that would be incurred upon entry into the state-administered retirement system. The establishment of a sound retirement system would not only relieve a currently unsatisfactory employment situation but would also help to attract and retain qualified employees who could look forward to a career in the city service.

Other Staff Activities

In addition to the functions of financial administration and personnel administration a number of part-time staff activities are also of substantial benefit to the chief administrative officer and the city council in the effective management of city affairs.

Legal Services. Generally recognized duties of a city attorney include: (1) advising the city council and other city officials on legal matters; (2) preparing ordinances, resolutions, contracts, and similar legal documents; (3) codifying ordinances; and (4) representing the city in all other legal matters and controversies.

Except for the codifying of ordinances on which no work is being done, the city attorney performs all of the above functions. The city's ordinances have never been codified although a move in this direction was started in 1940 with the preparation of a chronological compilation of ordinances. The difficulties in locating ordinances as needed and the confusing provisions of some of the older ordinances suggest the urgent need for codification as well as a review for necessary revision of existing ordinances. It is also recommended that more of the city attorney's legal opinions be set forth in writing, and that files of these and other legal records be more adequately maintained for ready accessibility. For a city the size of Lodi the present practice of having a part-time city attorney appears adequate.

Planning and Zoning. A planning program is an important basic aid to the orderly and controlled development of a city. Broad yet well defined objectives should be formulated by the planning agency for the physical, social, and economic development of the city. These plans should be based on community desires and support; they should be translated into an approved, specific plan of action (a master plan); and they should be correlated with long-term financial planning and revised from time to time as necessary to reflect changing conditions.

In Lodi as in a number of other cities, the assignment of responsibility for both planning and zoning to a single planning commission has resulted in its functioning primarily as a zoning agency and a zoning board of appeals. In view of state law requirements that a city planning commission shall also act as the zoning board of appeals, the establishment of two separate agencies (a large representative planning body and a small board of zoning appeals) would not be immediately practicable. A possible alternative would be to have the present commission function in different capacities at alternate meetings. When it sits as the planning agency the size of the commission could be expanded to include as wide a variety of interests and talents as would be practicable.

With respect to procedural functionings on zoning matters, it is recommended that zoning appeals be routed directly to the planning commission for consideration and submission of its recommendations to the city council. This would eliminate the unnecessary additional step of having these requests submitted first to the city council and then referred to the planning commission for its recommendation. It is also recommended that the proposed chief administrative officer be made a member of the planning commission and that he function as its secretary; and that the public works and utilities department continue to provide technical staff for the commission.

Official Recording. Official records of the city should be prepared in a manner which recognizes legal requirements and should be maintained in as simple and as conveniently accessible manner as possible.

Considerable care has been exercised by the city clerk in providing neat and well prepared records of ordinances, resolutions, and minutes of the city council. The custodianship of other official records also appears to be adequate. It is commendable that in the conduct of city elections, duplication of voters' registration records between the office of the city clerk and the county registrar of voters has been avoided.

The principal criticism with regard to record maintenance practices relates to their inaccessibility. Basic records are filed chronologically but no cross-indexes by subject matter are currently maintained, and consequently the staff must know the date of the official action or rely entirely on memory to locate records. This unsatisfactory condition has been due partially to a shortage of staff to perform the necessary cross-indexing work. It is recommended that adequate staff time be devoted to the initial preparation and maintenance of a cross-index by subject matter of basic official records and actions of the city council. Since all ordinances and resolutions are numbered chronologically, a single subject file on 3 x 5 cards prepared from the minutes of the city council should be fully adequate.

It is also recommended that the council meeting agenda be prepared early enough to permit interested persons to be advised prior to council meetings of matters coming before the city council.

Reporting. Two types of reporting are necessary to the most effective conduct of city affairs. Administrative reporting is a practice whereby, through periodic reports (normally monthly) from department heads to the chief administrative officer, and from the chief administrative officer to the council,

information is available to appraise the work of departments, improve service, and control costs. Public reporting, normally conducted through newspaper publicity and an annual report to the citizens of the community, is a method through which the public is kept informed of city problems and public support is obtained on constructive programs. Both types of reporting should be fully utilized by the city.

At present, reporting practices of the city fall short of desirable standards. Reports from departments generally do not provide meaningful information or adequate comparisons with previous reporting periods. In addition, the fact that departments submit their reports to the city council at different times and covering varying reporting periods does not permit the city council to receive a complete report at any one time on all city operations for a uniform period. It would also be desirable to adapt the present annual financial report into a consolidated annual report on all city activities.

Office Layout. Proper consideration of office and space arrangements can result in smoother work flow and more efficient operations. This problem has received attention in the city hall in the recent move of the police department from the first floor to the basement. This move has tended to relieve the crowded condition on the first floor and has placed previously vacant basement space into use. However, the fact that present operations of the city clerk's office as well as operations of other departments are not adequately facilitated by existing office layout suggests that further changes should be made as the proposed reorganization is put into effect. In addition to suggesting certain specific changes in subsequent parts of this report, the establishment of a more effective office layout for financial operations will be provided for in the course of the finance system installation currently in process. It should be noted that, with the exception of city council meetings and similar group meeting in the council chamber, the second floor of the city hall is devoted exclusively to noncity governmental activities. This floor houses the offices of the Chamber of Commerce, a local office of the Veterans Administration, local offices of the San Joaquin County Health District, and a local office of the county agricultural inspector, from which the city receives only nominal rent. Space requirements for city offices should take priority over space requirements for noncity governmental activities.

## III. PUBLIC WORKS AND UTILITIES

It is generally agreed that, at least in jurisdictions of limited size, those municipal activities requiring engineering direction and supervision and involving the use of maintenance and construction equipment, in combination with manual labor, should be organized into a single department. Municipal activities in Lodi which are of the type mentioned above include: (1) engineering surveys and designs; (2) construction and maintenance of parks, sidewalks, streets, sewer mains, water mains, and storm drains; (3) maintenance and repair of public buildings and automotive equipment; (4) operation and maintenance of a water supply system, an electric distribution system, and a sewage disposal plant; and (5) the inspection and regulation of building, plumbing, and electrical construction and installations.

With the exception of maintenance and repair of public buildings and automotive equipment which are normally performed by each city department or contracted out to a private firm, the activities mentioned above are at present grouped into the following five departments, with the department head in each case reporting directly to the city council.

1. Engineering Department. Responsible for engineering surveys, designs, and construction of all public works and utilities, and for operation of the sewage treatment plant.

2. Streets and Parks Department. Responsible for maintenance and repair of parks, sidewalks, storm drains, and streets, and such related work as street cleaning, street sign painting, tree removal, and overseeing garbage collection work performed by contract.

3. Building Inspection Department. Responsible for inspection and regulation of building construction and alterations.

4. Plumbing Inspection Department. Responsible for inspection and regulation of plumbing installations.

5. Public Utilities Department. Responsible for maintenance and operation of the water supply and electric distribution systems, inspections of electrical installations in homes, and installation and maintenance of water and sewer mains.

Proposed Organization

The substantial amount of deferred maintenance and planned capital improvements of a public works and utilities nature will require particular attention to the establishment of a sound organization structure and effective operating practices.

The proposed plan of organization discussed earlier in this report would group together all of the activities listed above into one department of public works and utilities. Guiding principles applied in determining the proper overall administrative organization of the city government are equally applicable to the proper internal organization of the public works and utilities department, although, because of the size of the organization, qualifications of subordinate supervisors in the department will tend to influence the feasibility of making certain particular assignments. With this approach in mind and without attempting to evaluate the qualifications of supervisory personnel, it is suggested that a logical functional breakdown would be to organize the department into the following divisions:

1. Engineering
2. Maintenance
3. Inspection
4. Utilities
5. Sewage Treatment

The work of these divisions is discussed in subsequent sections. It is worthy to note here, however, that such a departmental organization should assist materially in clarifying responsibilities of supervisory personnel, some of which are now confused because of current overlapping activities. Although these five divisions are indicated, it may be quite feasible for the public works and utilities director also to act as head of one of these divisions, for example, the engineering division. In addition to the above, the public works and utilities director would need in his office a small clerical staff of perhaps two employees to perform record keeping, secretarial, and counter work, and to provide other necessary clerical services for staff of the department. In effecting such a reorganization, it would appear desirable that the offices of the heads of the maintenance division and the utilities division be transferred to the corporation yard area,[6/] placing them at the

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[6/] This would involve either use of the office building (currently leased to the state) at the corporation yard, or construction of new offices at that location.

scene of their operations and providing additional space in the city hall for other city offices.

Engineering Activities. The proposed engineering division would be responsible for engineering surveys, designs, plans, specifications, and contracts; the inspection of contract work; the preparation and revision of city maps; and the provision of technical engineering services to other divisions and departments. Although employees of other divisions might be used on force-account construction work such as the installation of new water and sewer mains, responsibility for such work should rest in the engineering division. Upon completion of new construction work, whether by force-account or by contract, it would then become a responsibility of the maintenance division or the utilities division as discussed below.

It is commendable to note that staff engaged in engineering activities are used flexibly on both office and field assignments.

Except for sewage treatment operations--which would be set up as a separate division--the proposed engineering division would function with basically the same responsibilities of the present engineering department.

Maintenance Activities. The proposed maintenance division would perform a wide variety of maintenance activities. Included in the responsibilities of this division would be maintenance and repair of sidewalks, curbs and gutters, streets, storm drains, and sewer mains; street cleaning, street sign painting, and tree removal; overseeing garbage collection work performed by contract; maintenance and repair of all city buildings and office equipment; maintenance and repair of all city automotive equipment; supervision of the corporation yard; and maintenance of park areas.

The proposed maintenance division should have all of the responsibilities of the present streets and parks department and, in addition, responsibility for the maintenance and repair of sewers. Responsibility for the corporation yard, for building maintenance and repair work, and for the maintenance and repair of automotive equipment should also be assigned to the maintenance division. A working capital fund should be established for the operation of the division's central shop, and the various departments charged on a cost basis for services received. The transfer of responsibility for sewer mains to the maintenance division will involve splitting up the water and sewer crew in the utilities department, and the assignment of most of these

employees to the maintenance division. In making these suggested changes and determining the internal organization of this division, care should be exercised that the division head have a sufficient number of subordinate foremen so that he will have adequate time to plan, supervise, and coordinate these varied activities for the greatest efficiency.

Certain changes appear desirable with respect to the corporation yard. The less than one-half block housing the water works, the electric transformer station, the fire house, and the city pound would be adequate space for such purposes if the jail were relocated as recommended. The rest of the block should be assigned to the maintenance division. This space should be adequate for the maintenance division if an additional storage area were provided (preferably serviced by a railroad spur line) for the storage of utility poles, concrete pipe, and similar materials.

Garbage collections are made by a private firm on a contractual basis with the city. However, the city bills and collects garbage fees (the city retaining 15 per cent of the fees for this collection service) and is planning to operate the city dump when a new site has been approved. In view of this situation it is recommended that a special study be made to determine the relative advantages to the city of performing garbage collection with its own employees rather than by contract.

It is gratifying to observe that the present expensive method of cleaning streets manually is to be replaced by mechanical cleaning methods when a sweeper now on order arrives.

Inspection Activities. The proposed inspection division would be responsible for building, plumbing, and gas installation inspections. Although responsibility for electrical inspections is also normally assigned to such an inspection division, current practice of having the line crew of the utilities staff perform electrical inspections appears desirable, and its continuance is recommended. It is recommended, however, that the city also adopt an electrical code even though formal permits and inspection fees may not be required.[7/]

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7/ Present practice lacks the requirement of uniform standards that would be established in the adoption of an electrical code. Formal permit procedures, however, would probably be of limited value, since the inspection staff also controls service shut-offs and turn-ons. When performed by the line crew, electrical inspection costs can be said to be absorbed in the electric service bill. Also, it is felt that the city could not justify a full-time position of electrical inspector with the present volume of electrical inspection work.

Building, plumbing, and gas codes have already been adopted. With the establishment of an inspection division, a new full-time position of division head need not be established. One man (for example, the building inspector) could act both as inspector and as division head. It should be possible for both the building and plumbing inspector to participate in both types of inspection work.

Procedures for issuing building, plumbing, and gas permits are unnecessarily complicated and completely lacking in uniformity. The issuance of building permits involves several trips between the offices of the city clerk and the building inspector, with the city clerk receiving the application fee and the building inspector issuing the permit. With regard to plumbing permits, the plumbing inspector receives all fees and issues all permits. Gas permits are approved by the plumbing inspector, with fees normally paid to the office of the city clerk. In the case of both plumbing and gas permits, prenumbered receipt books are issued to contractors for their use in making permit applications.

It is recommended that uniform permit issuing procedures be put into effect. To avoid having applicants going to more than one office to get a permit, it would appear desirable to assign to the inspection division responsibility for both issuance of permits and receipt of fee payments. Clerical work involved in these procedures might feasibly be performed by the clerical staff of the office of the public works and utilities director. In either case, moneys received should be turned over to the treasurer-collector daily. Standard prenumbered permit forms would continue to be used, however, and a single form could be used to provide for building, plumbing, and gas permits. Such a form could be prepared in sufficient copies so that one of the carbon copies of the permit form could be inserted in a small loose-leaf record book to be used for the inspection record. Experience elsewhere has indicated that the issuance of permit books to contractors does not facilitate adequate inspection controls, and discontinuance of this practice is recommended.

Revenues from permit fees have not been adequate to finance the inspection program. A revised schedule of fees related to the cost of administering the program would seem desirable.

Utilities Activities. The proposed utilities division would have complete responsibility for operations and maintenance of the water and electric

utilities. This is particularly desirable since operating headquarters for both of these utilities are housed at the same location, and operators perform both electrical and waterworks operations concurrently on each shift. Except for the assignment of responsibility for sewer maintenance to the maintenance division, the utilities division would function with basically the same responsibilities as the present utilities department. The utilities division would be responsible for the electric transformer station and transmission lines and service, as well as the water wells, water mains, and services. In addition, the line crew would continue to make electrical inspections.

Some city wells have become inadequate or inefficient, requiring the development of new wells. Future plans, however, provide adequately for new wells and gasoline-driven standby pumping plants. The lowering of the water table has caused concern to city officials and will probably require remedial action in the near future.

It is recommended that consideration be given to the relative advantages accruing from installation of water meters rather than relying on a flat water service rate. Experience in other cities has shown that, where flat water service rates rather than metered service is utilized, greater water wastage and a less equitable distribution of water service charges results. The wastage of water is a particularly important factor in Lodi with the problem of a lowering water table.

Sewage Treatment Activities. The proposed sewage treatment division would have responsibility for the operation and maintenance of the sewage treatment plant. This separate division is proposed because the sewage treatment plant involves technical operating and maintenance problems separate from those of other public works and utilities activities.

It is gratifying to note that technical supervision has been provided and that the capacity of the activated sludge treatment plant is adequate for a further substantial increase of the city's population. A technical problem still to be fully resolved, however, is the disposal of industrial wastes.

## IV. PUBLIC SAFETY

The safety of the life and property of the citizens of the community is a primary function of the police department, the fire department, and the city court. Although Lodi has certain public safety problems characteristic of an agricultural community--such as a marked increase in law violations during the harvesting season and the fire hazards of packing sheds and canneries--it has no particularly unusual public safety problems.

### Police Department

The police department conducts routine patrols, investigates criminal offenses and other calls for protective services, regulates traffic, takes care of the city jail, operates a radio communication system, and maintains police records. In addition to these normal police duties, the department has responsibility for the city pound, for parking meter collections, for issuing business and cat and dog licenses, and for maintaining and making minor repairs to its own automotive equipment. The department has a staff of 19 employees, including the poundmaster and 1 clerical employee. Automotive equipment in the department consists of 1 motorcycle and 4 passenger cars, and an additional passenger car is expected this year. In addition, an old converted automobile is used by the poundmaster for animal pickups.

A private patrol agency in the city, with two watchmen, provides the service of checking doors of business establishments in the city at night.

Several nonpolice activities now performed by the police department should be assigned to other departments already performing similar duties, thus leaving the police department free to concentrate on its primary function of providing police services. It is recommended that the issuance and collection of moneys for business licenses and cat and dog licenses be assigned to the treasurer-collector. This would help to centralize collections, would add to the convenience of the public, and would provide for the issuance of licenses by the same department that has the basic information necessary for their initial preparation. As a convenience to the public, cat and dog licenses could be issued during the year by the poundmaster, provided adequate controls

over collections are maintained through prenumbered receipts. It is recommended that, when parking meters are installed, meter collections be assigned to the treasurer-collector. Major repairs to parking meters should be a responsibility of the public works and utilities department, where the necessary mechanical skills are normally available. The relatively simple maintenance requirements of the new meters could logically be assigned as a responsibility of the parking meter collector. The repair and maintenance of automotive equipment of the police department should be assigned to the unit of the public works and utilities department where the other automotive equipment of the city is repaired and maintained. The operation of the city pound, although not strictly a normal policing activity, is more closely related to work of the police department than to other departments of the city and its continuance as a responsibility of the police department is recommended.

The organization of the police department appears generally adequate. Three persons--the sergeant in charge of the day shift, the sergeant in charge of the evening shift, and the poundmaster--report directly to the police chief. Duty assignments in the department follow the commendable practice of emphasizing generalized rather than highly specialized responsibilities for the patrol force. It would be desirable, however, to assign one officer as a special police investigator to take care of investigations of criminal offenses and traffic accidents and to perform such other tasks as the transportation of prisoners to the county jail at Stockton. At present the police chief himself is required to make some routine investigations. In addition, follow-up on investigations is seldom handled as successfully by the regular patrol force as is possible when one person is assigned primary responsibility for such duties.

Patrol beats have been established basically on three shifts with two men on the 2:00 A.M. to 10:00 A.M. shift, four men on the 9:00 A.M. to 6:00 P.M. shift, and seven men on the 6:00 P.M. to 2:00 A.M. shift, exclusive of one dispatcher on each shift. In addition, one man works an overlapping shift from 4:00 A.M. to 1:00 P.M. A principal criticism of the assignment of men to patrol beats is the failure to make use of pertinent available data as a basis for making the distribution of the patrol force. It is recommended that information available from present records be tabulated to show need for police services (as indicated by offenses, accidents, miscellaneous calls, and arrests) by hours of the day and covering periods of time long enough to reflect

seasonal variations. This information would indicate the proportionate need for police services for the various periods of the day, and would provide an objective basis for the assignment of men to required shifts to obtain the greatest economy and effectiveness. These same basic records can be used to determine the proper assignment of the patrol force to the town's two basic patrol areas, which are separated by the railroad through the center of the town. The analysis of these data will also indicate the possibilities of providing more effective patrol service at peak periods through the use of overlapping shifts. In this connection it is probable that the present fourth shift for one man working from 4:00 A.M. to 1:00 P.M., and the overlap of shifts which provides for an available patrol force of seven men between the hours of 9:00 A.M. and 10:00 A.M., would not be justified on the basis of need for police service as indicated by the compilation of data indicated above.

Since the trying of doors of business establishments at night is a generally recognized police function, it is recommended that this protective activity be provided as an additional public service by the Lodi police department. There is not adequate justification to maintain in Lodi both a public and a private patrol force.

Lodi has achieved considerable progress in substituting motorized for foot patrols. At present the only foot patrol is that provided in the central business district by one officer on the 6:00 P.M. to 2:00 A.M. shift. Unless the police department assumes responsibility for store tries, it is recommended that the city capitalize on the greater advantages of motorized patrols still further and abolish this foot patrol. Inspections of theaters and bars and similar activities can be performed as required by the motorized patrol, with the officers parking their cars and performing on foot such duties as may be necessary. The experience of other cities indicates that adequate police protection can be provided by motor patrols, except for the trying of store doors at night.

At present one-man motorized patrols are used on the 9:00 A.M. to 6:00 P.M. shift; the other two regular shifts are staffed with two-man motorized patrols. Experience in other cities has demonstrated the advantages of the one-man patrol cars. A single officer in an automobile, properly trained, is more efficient because he is more likely to devote his time exclusively to police duties. Also, because an officer is more cautious when he is alone, he

is equally if not more safe than if he were on a two-man patrol. In addition to these factors, because of the three-way radio equipment on all patrol cars in Lodi, the police department is in a good position to take full advantage of one-man patrols. It is therefore recommended that one-man patrols be utilized on all shifts. One-man patrols would permit either an expanded patrol service with the same number of men, or the present coverage with fewer men. In this regard it is noted that Lodi at present is somewhat above the national average for cities of 10,000 to 25,000 population of 1.29 police department employees per 1,000 population.

It is recommended that police cars be painted a distinctive color and conspicuously marked. The advantage of having police cars easily recognizable are similar to the advantages of having officers dressed with easily recognizable uniforms.

The police communication system provides radio communication between police headquarters and police patrol cars. In addition a three-way unit mounted on the newest of the three fire trucks is also a part of the system. The equipment at police headquarters is operated by remote control from the basic installation at the water pumping plant, where receiving and transmitting equipment duplicating that at police headquarters is also maintained and operated. Both locations are equipped to receive and transmit messages to other local units in the system as well as to the county sheriff's office in Stockton and the state police headquarters in Sacramento. Although facilities for local radio communications are quite adequate, radio communication to points outside the city is not always satisfactory. Apparently because of the age of the equipment, it is frequently impossible to send messages to Sacramento, and at times it is difficult to contact Stockton. In such cases it has been necessary to resort to the telephone which is less satisfactory and more costly than radio. Early action on the improvement of the long distance radio facilities is recommended. Since the establishment of radio equipment in the police headquarters, the duplicate receiving and transmitting units at the water pumping plant have had very limited value. Elimination of the unnecessary duplication of radio equipment probably could be effected.

Adequate police records are important in effective police administration. Reference has already been made to the possible uses of records and reports in making a more satisfactory distribution of the patrol force.

The record-keeping activities of the department appear generally to be adequate, but greater use could be made of the data accumulated in the records.

In most respects the building facilities and equipment of the police department appear to be adequate. The city jail, however, is located on the opposite side of town from police department headquarters, thus requiring additional police time in transporting prisoners to and from the jail. Moreover, possibly because of the location of the jail, it is not always under supervision and surveillance. The present jail, built in 1906, has only an eight-bed capacity, and there is frequent overcrowding. The city pound is also inadequate and has unsanitary stalls and inadequate isolation facilities for vicious dogs or dogs suspected to have rabies.

Future plans for expansion of building facilities of the city should consider the desirability of a public safety building housing the police department, the jail, the police court, and the central fire station. Such an arrangement should produce economies in operation, provide for more effective use of the communication system for both police and fire departments, and facilitate cooperative use of offices and equipment and common use of training and recreational facilities by the staff of both departments.

City Court

The city court adjudicates all violations of city ordinances. Staff of the city court consists of a full-time city judge who performs both judicial and clerical functions. The court is conveniently located in a room next to police headquarters.

For the first six months of 1947, the court received approximately $20,000 from fines and bail forfeitures. Such a sum suggests the importance of adequate controls in recording and reporting procedures with respect to such collections. At present the city judge receives all moneys for fines and bail and turns them over to the police department for deposit in the bank. The only check on the court for moneys received is through a check of the entries in a cash book (maintained by the city judge) against the amount of money turned over to the police department. Although prenumbered receipt books are available, receipts are given only in cases of posting bail and in the instance of other violations where the payee himself requests a receipt. It is recommended that standard prenumbered receipt forms be used on all court collections,

that collections be turned over to the treasurer-collector daily, and that a check between the carbon copies of the receipts and the money received by the treasurer-collector be made.

In general, records of the court are not adequately maintained and a backlog of follow-ups on letters and warrants exists. Records of previous violations are seldom checked as a preliminary step in hearing current cases. One possibility, at least on an interim basis, to correct this situation might be to use the clerical services of the police department more fully than they are used at present. This would facilitate elimination of the present backlog of unattended matters. It is also recommended that more legible records be provided by substituting a typewriter for the present long-hand method of maintaining records.

Fire Department

The fire department is staffed with 11 full-time employees including the fire chief, a fire marshal , and 9 firemen. In addition, the department has a volunteer firefighting force of 27 men, including 4 with the volunteer force rank of captain.

The size of the department does not require a complicated organization structure and the present practice in which all firemen and the fire marshal are supervised directly by the fire chief appears to be adequate. In number of permanent employees, the Lodi fire department is substantially below the national average for cities of the 10 to 25 thousand population group. This does not, however, suggest a needed increase in the present number of employees. This economy has been due in part to an active and trained volunteer fire fighting force. and partly to the lack of unusual fire hazards and resulting low fire loss. Care in the recruitment and training of volunteer firemen, their excellent record of attendance at fires and drills, and a system of radio calls and fire whistles heard throughout the city have enabled quick mobilization of volunteer firemen and policemen at the scene of a fire, in many cases preceding the arrival of the fire fighting equipment.

One of the three fire trucks was purchased in 1939 and is equipped with a three-way radio. The other two fire trucks were purchased in 1922 and 1924, respectively, and although well maintained. they exceed recognized age standards for adequate fire fighting equipment. In view of the substantial

expenditures involved in equipment replacement and the adequacy of the apparatus acquired in 1939, replacement of only one of the old fire trucks would appear desirable for the present. This would permit assignment of one modern fire truck for use on each side of the railroad passing through the center of the town, and would permit utilization of the third and older fire truck for reserve and standby duty. Current plans for the installation of 100 additional fire hydrants will provide adequate water outlets, with one hydrant for every 300 feet in the built up sections of the city.

The city has two fire stations, one located on each side of the railroad tracks. One station is located on Main Street in the old city hall building constructed about 1912 and the other station is located on Lodi Avenue in a building constructed in 1921. Both stations are well maintained. Although the station on Main Street appears generally adequate as to location, this can not be said of the Lodi Avenue station. It is located a short half-block from the railroad tracks where, as a usual occurrence, the passing of trains results in stopped cars blocking the fire station driveway. The driveway is so constructed that an immediate turn to the left or right upon leaving the driveway involves difficulty in maneuvering. As previously indicated it would be desirable if future city plans included consideration of the construction of a public safety building. Such plans should consider abandonment of the Lodi Avenue fire station; because of its residential-type construction this should involve little if any actual financial loss to the city. Since the main business district is on the western side of the railroad tracks where the Lodi Avenue fire station is located, this section of town would appear to be the logical place for the location of a public safety building. The specific location of such a building should be determined on the basis of a careful study of the geographical factors in providing protection.

Most fire alarms are transmitted by telephone, but, occasionally, fires are reported in person or by means of the police radio. No fire alarm boxes have been installed.

Fire prevention inspections are conducted by the fire marshall, assisted by the fire chief or a fireman as needed. Dwellings in residential areas are inspected only upon request but business establishments and industrial plants are normally inspected every two months. Fire loss figures for the city of Lodi are low in comparison with national averages for comparable cities; part of this is undoubtedly due to the city's commendable practice of periodic inspections and related fire prevention activities.

At present, repair of fire apparatus is performed by the fire marshal, using equipment and facilities of a private garage when necessary. A central automotive repair shop should be established in the public works and utilities department, which should also provide for necessary repairs to fire department equipment.

Fire department records can be of substantial importance in planning and conducting operations of the department. In general, records of the fire department appear quite adequate in providing basic information, and facilitating follow-up activities in the case of deficiencies found during fire prevention inspections. It is recommended, however, that this basic information be summarized and reported monthly instead of quarterly as at present and that such reports indicate comparisons with previous periods to indicate trends in activity.

## V. RECREATION AND LIBRARY SERVICES

With the shortening of the work week generally, activities which provide for the wholesome use of leisure time have become increasingly important in community life. In addition to the educational activities of the school system, two major governmental activities developed to fill this need are recreation and library programs.

### Recreation Services

The public recreation program in Lodi has undergone a gradual expansion in recent years, directed toward an integrated city-school recreation program and the provision of year-round recreational activities for all age groups.

Organization for Recreation Program. As a result of a special study, the city council and the two local school boards established a recreation commission by joint action in 1942. The five members of the recreation commission are appointed by, and serve indefinitely at the pleasure of, the city council and the two school boards. The commission serves in an advisory capacity in that it considers only substantive matters of policy, which matters must in turn be submitted to the three governing bodies for final approval. With the exception of the recreation director, who is appointed jointly by the city council and the two school boards, all administrative staff in the department are subject to the provisions of the city's personnel system. Other management services, including purchasing, accounting, and legal services, are likewise provided by central offices servicing other city departments as well.

The recreation program is financed primarily by the city, with the two school boards providing one-half of the salary of the recreation director, as well as the cost of supplies and equipment used on school grounds and the cost of maintaining such school recreation facilities and playground areas.

Particularly in the last few years, the physical plant and facilities of the school boards have been used more and more in the conduct of an integrated recreation program. The use of such facilities has included not only organized outdoor activities on school play areas, but has extended to the use of gymnasiums, a number of class rooms adaptable for recreational

uses, and the high school swimming pool. This is indicated in the chart of city and school recreational facilities on the following page. In general, school- and city-owned recreation areas generally tend to supplement each other in providing a geographical dispersion of recreation areas in the city.

Furthermore, a high degree of integration is realized in the actual administration of the recreation program as it relates to the schools, with the recreation director responsible for intramural sports programs and after-school recreational activities, and with school teachers participating in various phases of the total recreation program.

The city government and the school districts should be commended for the high degree of integration existing in the total recreation program. It is only through the use of the extensive physical plant and facilities of the school system that a well rounded public recreation program can be provided most economically.

In spite of the fine progress that has been achieved with the jointly administered program to date, some comment on the organization of the recreation program appears in order. Under the present organization, the recreation director has, in effect, three governing bodies to which he is responsible. Such an organizational pattern usually tends to result in cumbersome mechanics of action, confusion of responsibility, and conflicts of authority in the administration of the program. Since, apparently, no such confusion or conflict exists there appears to be no urgent need for making a change in this organizational pattern at this time. On the other hand when a change is considered it is recommended that administration of the recreation program be assigned as a responsibility either of the city government or of the schools. In view of the much larger city contributions, and the fact that the area covered by the recreation program is coterminous with the limits of the city and the elementary school district (and not the larger high school district), recreation administration should be recognized as a responsibility of the city government rather than a responsibility of the schools. With such an assignment of responsibility, no change should be made in the coordinated use of school facilities and the conduct of an integrated city-school recreation program. The recreation commission would continue to serve the same useful purpose that it does now; it would continue to have members selected by the school boards

# PUBLIC RECREATION FACILITIES IN LODI, 1947

| Facilities | Lodi High School | Needham School | Emerson School | Garfield School | Lincoln School | Lodi Municipal Lake Park | Hale Park | Lawrence Park | Armory |
|---|---|---|---|---|---|---|---|---|---|
| Baseball Diamond | 1 | | | | | | | 1 | |
| Softball Diamond (Lights) | 2 | 6 | | | | | | 1 | |
| Stadium - Quarter-Mile Track | 1 | | | | | | | 1 | |
| Sandbox | | | | | | | | 1 | |
| Lavatories | 4 | 2 | 2 | 2 | 2 | 2 | 8 | 6 | 2 |
| Swimming Pool 35' x 75' | 1 | | | | | | | | |
| Gymnasium | 2 | | | | | | | | |
| Playfield (Turf) | 1 | | | | | | | | |
| Tennis Courts (Lights) | 2 | | | | | | | 2 | |
| Outdoor Basketball Courts | | 5 | | | | | | | |
| Volleyball | 8 | 3 | | | | | | | 2 |
| Paddle Tennis | | 1 | | | | | | | |
| Horseshoe Courts | 4 | 2 | | | | | | | |
| Shuffleboard | 1 | 1 | | | | | | | 2 |
| Craft Room | | 1 | 1 | 1 | | | | | 1 |
| Drama Room - Little Theater | | 1 | 1 | | | | | | |
| Table Tennis Tables | 10 | 2 | | | | | | 2 | 4 |
| Playfield - Surfaced | | 1 | 1 | 1 | 1 | 1 | | | |
| Swimming Area 120 yds.by 100 yds. | | | | | | 1 | | | |
| Tables | | | | | | 65 | | 8 | |
| Picnic Area and Tables | | | | | | 3 | | 1 | |
| Fireplaces, Barbecue | | | | | | 18 | | | |
| Teeters | | | 5 | | | | | | |
| Merry-Go-Rounds | | | 1 | | | | | | |
| Jungle Jim Apparatus | | | 4 | 3 | | | | | |
| Wading Pool | | | | | | 1 | | | |
| Beach Area 110 yds. by 50 yds. | | | | | | 1 | | | |
| Boats | | | | | | 38 | | | |
| Handball Courts | 6 | | | | | | | | |

and the city council and function in an advisory capacity. It is suggested, however, that it would probably be desirable to have fixed overlapping terms for members of the recreation commission to provide reasonable turnover and periodic infusion of new approaches and attitudes among its membership. The principal organizational change to result from adoption of the basic recommendation made above would be that the recreation director would be responsible to the chief administrative officer of the city for the administration of the recreation program.

Because of the small number of permanent employees in the recreation department, organizational problems are not complex, and the present organization of work appears to be generally adequate.

Recreation Program. In providing a year-round recreation program, the recreation department has properly avoided duplication of recreational activities provided by nonpublic agencies, and has provided some coordination of overall recreational activities, as indicated in the coordinated planning and supervision of church athletic leagues in the city.

Primary emphasis of the recreation program is on athletics. With the possible exception of limited music, drama, and summer camp activities, a varied program is provided including low- and high-organization games, work in arts and crafts, social recreation, and special holiday programs. The program also includes activities for all age groups, an objective which will receive further emphasis in the planned construction of a recreation center.

Lake Park, on the edge of the city, is a particularly fine example of a family water sports and picnic area that attracts large groups of all ages. Lake Park expenditures and revenues for the past several years are indicated below:

| | 1944-45 | 1945-46 | 1946-47 |
|---|---|---|---|
| Total Expenditures (operations, maintenance, improvements, etc.) | $15,015.97 | $18,999.44 | $45,899.83 |
| Revenue (Swimming, Boat Hire, Dockage, Concessions, etc.) | 5,242.81 | 7,727.06 | 9,175.27 |
| Excess of Expenditures over Revenue | 9,773.16 | 11,272.38 | 36,724.56 |

Reasonably low fees such as 2¢, 10¢, and 25¢ per person for swimming and 50¢ per hour per boat, together with concession revenues, have helped to defray some of the operating expenses. Attendance records indicate that approximately 75 per cent of the persons using Lake Park facilities come from outside the city limits, with county residents the principal users of this area. It would appear from this that the city is bearing the principal cost of operating a recreation area which serves the county as well as the city.

A principal criticism of the recreation program is in its lack of a program for the future development of recreation areas and facilities. Such a plan should be based on population studies and other sociological factors, should be tied in closely with plans for the future development of the school systems, and should be an integral part of the master plan of the city with adequate consideration for other planned physical changes such as street improvements. At present, the location of recreation areasdoes not provide adequate accessibility for children in all parts of the city, although some areas are well provided for. Although some school playgrounds permit varied indoor and outdoor recreation activities, others have very limited recreational facilities. This is equally true of some of the city park areas. Facilities such as tennis courts and baseball diamonds fall substantially below generally accepted standards for a city the size of Lodi.

Library Services

With a continual growth paralleling that of the city, the Lodi library has served an important need in the educational, cultural, and recreational needs of the community. Recognizing the substantial contributions that have been made, recommendations have been developed below with the thought of facilitating still greater effectiveness and efficiency in the administration of the library program.

Organization for Library Services. Responsibility for the library program of the city is vested in an administrative board with authority to promulgate rules and regulations governing library facilities, to appoint all library employees and fix their salaries, and to approve all library expenditures. The basic relationships of the library program to the city council and the chief administrative officer should not differ from that of other departments of the city government. This uniform basic relationship is provided for

in the proposed organization and administrative practices discussed earlier in this report, wherein it is recommended that the head of the library department be made administratively responsible to the chief administrative officer, and that financial administration, personnel administration, and other management services be provided centrally by offices serving other departments of the city government.

With this integration of the library program with other city activities, a library board serving in an advisory capacity to the librarian, the chief administrative officer, and the city council could continue to perform a useful function. The library board could make the contribution of indicating the interests and needs of the reading public and securing public understanding and support of the library program.

Because of the size of the library staff, the department has no complicated problems of internal organization. The present practice of special staff assignments for work with children, technical processing operations, and circulation activities, and with each of the library staff responsible directly to the librarian, appears quite adequate.

The Library Program. One-third of the borrowers from the library live outside the city limits, in the Greater Lodi Area. The use of comparative standards in determining the general adequacy of the library program must therefore be approached with caution, particularly for Lodi, as complete cost and service figures for county residents and city residents have not been segregated. On the basis of available information, however, it appears that library services in Lodi compare favorably to the standards for urban libraries formulated by the American Library Association (i.e., standards relating to number of books per capita, circulation of books per capita, per cent of population that are registered borrowers, number of library employees, and minimum per capita cost for library services).

Only limited program coordination has been realized among the library, the schools, and the recreation program. The children's librarian visits the schools for children's hours and informs them of the availability and use of city library facilities. Further program coordination, however, should be developed.

Technical processing of books and record-keeping activities are performed adequately and in accordance with generally recognized practice. Although

library reports have been presented in an interesting and informative manner, such reports should be made monthly rather than yearly and should show comparative data from prior periods.

The present library building was originally constructed in 1909 and substantially remodeled and enlarged in 1928. Existing facilities still appear to be adequate with respect to reading room space, a separate children's room, a room for the use of the library staff, and a small auditorium. However, overcrowding of bookshelf space and card files will require some further rearrangement or remodeling. Unused space in the basement could probably be utilized. Commendable effort has been made in providing small attractive exhibits in the reading room and in displaying small book collections of special current interest. It is suggested that still further attempts to add to the attractiveness of the library and facilitate its use by borrowers would be desirable. For example, simple yet attractive signs indicating the types of book on the various shelves, as well as in special collections, would be helpful to the inexperienced borrower. The library building is well located in the center of the city within a one and one-half mile radius of the city limits.

Some comment is justified with regard to the contractural arrangement with the county government for providing library service to residents outside the city. An integrated city-county library program is of course basically desirable. In the case of Lodi, however, it appears that the city has carried an undue share of the financial cost of the present program. Preliminary estimates suggest that a sum approximating six to seven thousand dollars is paid yearly by the city to provide service to county residents. In addition, the value of the book stock received from the county is limited. Of the two hundred books received every three months from the county (through the Stockton library) the Lodi library must take what is sent and cannot make its own selections. Because of the short period of time they are on loan, these books are merely grouped together on a series of shelves, unrelated to, and independent of, the basic library collection and the card catalog. It is recommended that a special study be made of city-county relationships with respect to library services to correct this situation. A more equitable and effective arrangement would be to have the county reimburse the city (with payments and services) for the approximate cost of providing library service to county residents.

LODI LIBRARY